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YOUTH AND THE LABOR MARKET

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Research and Analysis

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This report is designed to provide information to policy makers, program operators, planners, and others interested in employment and unemployment problems of youth. It is a revised and expanded version of a report prepared earlier this year for use within the Division of Employment Security and by the Governor's Campaign on Youth Employment.

The primary area covered by this report is the entire state of Missouri. Since many more data are available on a national basis, extensive use of these data were made in order to illuminate various general questions about youth in the labor force.

Where available, data and planning projections for sub-state areas (SMSA's, CETA prime sponsor jurisdictions, and counties) are presented in an Appendix.

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CHAPTER 1
INTRODUCTION

Youth have one of the most severe unemployment problems of any group. Their unemployment rate is nearly twice that of the overall labor force, with teenagers and nonwhite youth having the highest unemployment rates. (See Table 1). Furthermore, nonwhite youth have not seemed to share in the labor market improvement which has occurred during the recovery from the recession of 1973-1975. As measured by the unemployment rate, their condition actually deteriorated between 1976 and 1977. The problem is especially severe for black youth, as became even more obvious in 1977, when the unemployment rate for black teenagers topped 40 percent in all but two months.

These conditions helped solidify the widespread perception of youth unemployment as a major social problem. Unemployed youth were viewed not only as a reservoir of unutilized labor resource but also as a potential source of unrest and anti-social behavior.

The perception of youth unemployment as a major social problem has led to the passage of the Youth Employment and Demonstration Projects Act (YEDPA), as well as a variety of other initiatives, including the Governor's Campaign on Youth Employment in Missouri. These projects, while evidencing a concern about the underlying problems and a determination to do something about them, also demonstrate that we really don't know what should be done about the problem. YEDPA represents a multi-pronged attack and emphasizes pilot projects, in an effort to determine what kinds of programs would best meet the purposes of the legislation.

Although youth unemployment may represent a major social problem, its significance as an economic problem is not so clear. National data described elsewhere in this report suggest that, at present, the older youth group (20-24)[1/] closely resembles the overall population in most dimensions of labor force behavior and performance. It is the age group 16-19 which differs radically from the rest of the population. Unfortunately, cross-sectional data can only suggest that integration of youth into the labor force takes place in a matter of a few years.

It is not clear that the slow process of integration into the labor force, while no doubt a painful one for the youth involved, is an inefficient one from the standpoint of the economy. Edward Kalachek notes that[2/]

> *. . .this question deals with the efficiency of the labor market in transforming novices into productive and flexible adult labor. . .Is the fact that many teenagers experience unemployment when entering or reentering the labor force necessarily a sign of labor market inefficiency? Teenage unemployment may be an inexpensive school in which proper techniques of job-search and the need to adjust the heart's desire to the realities of the market place are taught, or it may be a poor and demoralizing school. Are high, voluntary job turnover rates a useful means for obtaining experinece and skill for probing alternatives so as to form a realistic view of*

1/ The age limits of "youth" are vague, sometimes running from 14 at one end to 25 at the other. Since those below 16 are not considered to be in the labor force, this report covers youth 16-24, an age group for which data are frequently, but not universally, reported. Even this age group is far from homogeneous. The ages 16-18 usually cover the high school years and are the ages for which dropping out of school is a problem. The next few years tend to be transition years, with some youth going to college, others entering military service, and many acquiring job experience. The older age group (21 or 22 through 24) represents greater overall maturity, education, and experience. Many in this age group are college graduates, and others have acquired considerable job experience and skills. Many of the data contained in this report reflect a considerable difference between the younger and older groups (with the older group generally being much more similar to the entire population), so it is probably inappropriate to speak of youth as a single entity.

2/ Edward Kalachek, The Youth Labor Market, Policy Papers in Human Resources and Industrial Relations No. 12, (Ann Arbor: Institute of Labor and Industrial Relations, 1969), pp. 5-6.

career opportunities, or are they a highly expensive substitute for a good counseling program? Do the part-time and part-year work experiences of students simply keep them off the streets and generate some spending money, or do they also provide highly desirable training in work discipline and in the manners and social customs involved in work relationships?

This report will examine some of the knowledge about youth in the labor force which can be gleaned from national data. Then it will turn to the major subject of the report - Missouri youth - and raise some issues relating to youth programs.

A variety of types of data and planning projections are used, many of which are not strictly comparable. Users of this report are urged to read the Appendix which contains information about the data so that their use and limitations can be better understood.

TABLE 1
YOUTH UNEMPLOYMENT RATES
Annual Averages for 1976 and 1977, U.S.

	Unemployment Rate	
	1976	1977
Total Civilian Labor Force	7.7%	7.0%
All youth 16-24	14.7	13.6
All youth 16-19	19.0	17.7
White males	17.3	15.0
Nonwhite males	35.4	37.0
White females	16.4	15.9
Nonwhite females	39.0	39.9
All youth 20-24	12.0	10.9
White males	10.9	9.3
Nonwhite males	20.7	21.7
White females	10.4	9.3
Nonwhite females	21.7	23.6

Source: Employment and Earnings (January 1977), Table 1, pp. 138-9 and (January 1978), Table 3, pp. 138-9.

CHAPTER 2
NATIONAL PERSPECTIVES ON THE YOUTH LABOR FORCE

Although Table 1 indicated some of the severity of the youth unemployment problem, unemployment rates are a one-dimensional measure of labor market performance. For example, rising unemployment does not necessarily indicate falling employment; employment and unemployment may increase simultaneously if the labor force grows rapidly enough. Such rapid labor force growth has been perhaps the most significant characteristics of the nation's labor market in recent years.

This report will attempt to cover the major characteristics of youth, starting with population and then dealing with successive subsets of the population: labor force, employment, unemployment, and those not in the labor force.

Population. The major population development in the post-World War II era has been the "baby boom", but the recent sharp declines in birth rates may prove to be quite significant in the future. The "baby boom" has resulted in a bulge in population in some age groups; this bulge has been moving through successively older age groups, as the baby boom age cohorts grow older. The bulk of those born during the baby boom years are now in the youth or young adult age groups. Certainly this phenomenon has had considerable social effects, as well as playing a large role in the current youth unemployment situation. As this group passes into succeeding age categories, the youth population will shrink, as will the current youth pressure on the labor market. Declining school enrollments are already being noted as a consequence of lower birth rates in the 1960s and 1970s, and a continuation is expected.

Labor Force. Individuals 16 or over enter the labor force either by becoming employed or by actively seeking work. Those who do not fall into either the employed or the unemployed category are officially counted as "not in the labor force."

The decision whether to participate in the labor force is strongly influenced by social and economic factors. Most adult males are in the labor force (that is, the labor force participation rate of this group is high), while fewer women are, because of family responsibilities or other reasons. In general, a lower proportion of male youth are in the labor force than is the case for the entire male population. Female youth, on the other hand, tend to have a higher labor force participation rate than the female population. Older youth (20-24) have higher participation rates, reflecting, among other things, less school attendance than in the younger group. Nonwhite youth tend to participate in the labor force less than whites.

Labor force participation among youth is quite variable. To illustrate, suppose a youth enters the labor force during the summer. He or she is initially unemployed while looking for work, then finds a job and is considered employed, even if the job is part-time. At the beginning of the school year, he or she quits the job and goes back to school, thus dropping out of the labor force. Later in the year, the youth decides to look for a part-time job, thus re-entering the labor force, even if a job is not found. After an unsuccessful job search, the youth decides to quit looking and thus once again drops out of the labor force. Even when employed, the jobs youth have tend to be viewed as unattractive, low-paying, dead-end jobs, so there is little incentive for them to retain these jobs. Thus, a fragile attachment to the labor force is characteristic of youth.

Many researchers have found the labor force participation of youth to be quite cyclically sensitive. In other words, when economic conditions are good, many youth enter the labor market in response to perceived improvement in the prospects of finding a job. During a downturn, many simply quit looking for work.

The variability of youth labor force participation may be somewhat overstated. The main reason why youth choose not to enter the labor force is school attendance. Since this can be viewed as a productive endeavor (producing human capital which can be used in later employment) some analysts suggest that the proportion of youth "either attending school or working is a better measure of economic activity than the traditional participation rate."[3/] This proportion is both higher and more stable than the simple labor force participation rate.

It is perhaps those youth who are not in the labor force and not in school who pose the most significant social problem; indeed, they have been referred to as "social dynamite."

Employment. Employment can be viewed as the prime mover in the whole process. It is in response to perceived employment opportunities that individuals enter the labor force. The cyclical sensitivity of youth employment is sometimes seen as part of a "queue" theory, in which youth are viewed as being at the end of the line, because of lack of experience and job qualifications. Other individuals, viewed as more desirable by employers, are hired first. Youth then become the "last hired, first fired." In analyzing employment, we will look beyond the simple aggregate number of employed youth, to full and part-time status and to industrial and occupational categories.

Table 2 indicates that youth, especially those 16-19, are more likely than others to be employed part-time. Although much of this is voluntary, they also have a relatively high proportion in the category "employed part-time for economic reasons."

Of the industries shown in Table 3, youth 16-19 constitute a lower proportion than in the total in all industries except one, indicating underrepresentation in these industries. The exception is wholesale and retail trade, where 16-19 year olds represent 17.1 percent of total employment. Youth 20-24, on the other hand, are much more evenly distributed among all

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3/ Kalachek, p. 31.

industries. In this respect, the older youth group is much more similar to the overall population than the younger group.

According to the information in Table 4, not only does the occupational distribution of teenage workers differ considerably from that of all workers, but there is also considerable difference between teenage boys and girls. Both sexes are underrepresented in professional, technical, and managerial occupations, since, in general, youth have not had sufficient time to acquire the education, training, and experience to qualify them for the more-skilled jobs. Males are disproportionately employed as nonfarm laborers, and, to a lesser extent, food service workers and non-transport operatives. Females are heavily employed as clerical workers (more than a third) and service workers (more than 37 percent, with the majority of these employed as food service workers).

In general, youth are concentrated in lower skill and lower paying occupations and in lower paying industries. This may help account for the rapid turnover and tenuous labor force attachment which are associated with the youth labor market.

TABLE 2
FULL- AND PART-TIME EMPLOYMENT STATUS OF YOUTH
Annual Averages for 1977, U.S.

	Percentage of Labor Force in Age Category		
	All Ages	16-19	20-24
Civilian Labor Force	100.0%	100.0%	100.0%
Employed			
- part-time for economic reasons	3.6	7.7	4.9
- voluntary part-time	13.4	37.5	12.0
Unemployed			
- looking for full-time work	5.6	10.0	9.5
- looking for part-time work	1.5	7.8	1.5

Source: Employment and Earnings (January 1978), Table 8, p. 144.

TABLE 3
INDUSTRIAL DISTRIBUTION OF YOUTH EMPLOYMENT
Annual Averages for 1977, U.S.

	Percentage of All Employees who Are Youth	
Industry	16-19	20-24
All Nonagricultural Industries	8.0%	14.4%
Mining	3.7	15.4
Construction	7.1	15.7
Manufacturing	5.1	13.8
Durable goods	4.3	13.7
Nondurable goods	6.1	14.0
Transportation and public utilities	3.1	11.5
Trade (wholesale and retail)	17.1	17.0
Finance, insurance, real est.	5.2	15.7
Services (exc. private household)	6.3	14.0
Public Administration	2.5	9.5

Source: Employment and Earnings (January 1978), Table 29, p. 159.

TABLE 4
OCCUPATIONAL DISTRIBUTION OF TEENAGE WORKERS
Annual Averages for 1977, U.S.

Occupation	All Workers	Males 16-19	Females 16-19
All Occupations	100.0%	100.0%	100.0%
Professional & technical	15.1	2.0	2.7
Managers & administrators	10.6	1.3	0.9
Sales workers	6.3	6.3	11.1
Clerical workers	17.8	6.4	34.8
Craft & kindred workers	13.1	10.7	1.1
Operatives, exc. transport	11.4	15.8	7.6
Transport equipment operative	3.8	4.2	0.5
Nonfarm laborer	5.0	24.1	2.5
Food service workers	4.5	13.3	21.0
Other service workers	9.2	9.1	16.3
Farm workers	3.0	6.8	1.5

Source: Employment and Earnings (January 1978), Table 21, p. 151.

Unemployment. Although in a sense a residual, unemployment still seems to be the measure of labor market performance which captures the public eye. Data such as those in Table 1 receive much more publicity than employment data.

In 1969, Kalachek noted that:[4/]

The three most important facts about teenage unemployment can be quickly stated. Teenage unemployment is almost always high. It is quite cyclically sensitive. During the recent decade, it has shown a strong positive time trend.

This still seems to be a reasonable description of the teenage unemployment situation, although for black teenagers at least, the strong positive time trend in the last year or two seems to have swamped the improvement that could normally have been expected during the cyclical upswing.

Certainly, any program aimed at youth unemployment should look beyond the simple numbers or the proportion of the unemployed, to try to gain additional information. Reasons for unemployment and severity of unemployment are two basic items of information which should be sought.

Table 5 shows that more than 70 percent of unemployed youth 16-19 are new or re-entrants to the labor force, with relatively small proportions being job losers or leavers. The duration of unemployment among youth appears fairly short; more than half the unemployed youth were unemployed for less than five weeks. This, of course, may reflect the rather tenuous attachment to the labor force which is characteristics of youth; after a short period of unemployment, some may simply drop out of the labor force. This so-called "discouraged worker" effect is considered in the next section.

4/ Kalachek, p. 43.

The methods used by unemployed youth to seek employment may be of interest to program planners and policy makers. Again, national survey data such as that shown in Table 6 can illuminate this question. Of those 16-19, about 80 percent contact employers directly; this is higher than the rate for all unemployed job seekers. Less than 20 percent of the 16-19 group used public employment agencies, compared to almost 30 percent of all unemployed job seekers. A greater proportion of youth 20-24 used public employment agencies, although this rate was still less than one-third.

Youth Not in the Labor Force. One reason for considering youth who are of labor force age but are not in the labor force is the possibility of the "discouraged worker" effect among youth. It has been postulated that some unemployed individuals become discouraged after a period of job search and drop out of the labor force. To the extent that this happens, the "true" degree of joblessness might be understated by the unemployment rate.

Table 7, once again based on national data, provides information germane to this question. According to this information, more than 80 percent of youth who are not in the labor force do not want a job now. Of those who do want a job, only relatively small proportions are not looking for a job because they think they cannot get one, due either to job market or personal factors. This provides little support for the existence of a significant "discouraged worker" effect among youth. The most frequent reason given for not seeking work, especially by 16-19 year olds, is school attendance.

TABLE 5
UNEMPLOYMENT OF YOUTH 16-19: REASONS AND DURATION
Annual Averages for 1977, U.S.

		Duration of Employment (% of those unemployed for each reason)			
Reason	% of Total	Less Than 5 Weeks	5-14 Weeks	15-26 Weeks	27 Weeks & Over
All Reasons	100.0%	53.1%	31.3%	9.2%	6.4%
Job losers	19.1	53.7	28.8	10.9	6.7
On layoff	4.7	68.0	23.1	5.1	3.8
Other	14.4	49.0	30.8	12.7	7.6
Job leavers	9.4	61.3	27.1	7.7	3.9
Reentrants	28.7	54.9	31.9	7.9	5.3
New entrants	42.8	49.9	33.1	9.5	7.4

Source: Employment and Earnings (January 1978), Table 14, p. 147.

TABLE 6
JOBSEARCH METHODS OF UNEMPLOYED YOUTH
Annual Averages for 1977, U.S.

Age Group	Public Employment Agency	Private Employment Agency	Employer Directly	Placed or Answered Ads	Friends or Relatives	Other	Average Number of Methods Used
All Unemployed Jobseekers	27.5%	6.5%	72.5%	30.1%	14.1%	6.7%	1.57
16-19	18.7	3.5	79.5	23.8	12.7	5.0	1.43
20-24	31.5	7.4	74.4	32.1	14.1	5.2	1.65

Source: Employment and Earnings (January 1978), Table 15, p. 148.

TABLE 7
YOUTH NOT IN THE LABOR FORCE
Annual Averages for 1977, U.S.

		Want a Job Now But Not Looking Because					
					Think Cannot Get Job		
Age Group	Do Not Want a Job Now	School Attendance	Ill Health, Disability	Home Responsibilities	Job Market Factors	Personal Factors	Other Reasons
16-19	78.6%	15.0%	0.3%	1.4%	1.5%	0.7%	3.6%
20-24	81.0	5.9	1.0	5.1	2.4	0.6	5.3

Source: Employment and Earnings (January 1978), Table 35, p. 163.

Longitudinal Studies. The knowledge of youth labor markets described above has come from cross-sectional or time series data. This seems to give only limited perspective on some of the issues, since the big problem appears to be making the school-to-work transition and being integrated into the labor force. As an example of this shortcoming, Edward Kalachek asks[5/]

> *. . .do phenomena which seems socially wasteful and economically inefficient, when viewed from the moment-of-time resource allocation perspective, acquire redeeming value when viewed as education experiences? Our knowledge on this subject is based on nothing more authoritative than casual observation. To go further, we need a series of longitudinal studies following a large sample of young workers as they make the transition from school to work.*

The absence of such studies has been at least partly remedied by the publication of several volumes of studies based on the Census Bureau's National Longitudinal Surveys. The studies themselves were conducted by the Center for Human Resource Research of the Ohio State University under contract to the U.S. Department of Labor and have been published by the Employment and Training Administration as R & D Monographs. The research followed a sample of male youth 14-24 years old in 1966 through 1971, while the female sample of the same age was followed through the years 1968-1973. The results of the research on male youth were published in the multi-volumed series Career Thresholds, while Years for Decision dealt with young women.

Certainly there is no completely satisfactory way of distilling the results of this research. The approach taken here is to quote some highlights from the studies.

Concerning male youth, the studies noted:[6/]

> *While the hallmark of a young man's labor market activity as he emerges from adolescence into adulthood is volatility, our studies show that much of this volatility is functional; that is, it represents a variety of types of useful adaptation. . .the early years in the labor market, at least among many young whites, are characterized by growth in earnings, occupational status, and skill level as the youths adapt to the world of work and gain general and specific work experience. This is clearly in evidence in the substantial occupational upgrading that occurs during approximately the first half-decade following labor market entrance. . .*
>
> *. . .despite the adaptability of young men during their early years of labor market participation, the mere passage of time does not solve all of their labor market problems. Our confirmation of the independent effect of education on many criteria of success, including wages, occupational status, and employment stability, attests to the continuing need for public support of formal schooling. . .Nevertheless, our research has yielded almost no confident generalizations about the effects of different kinds of education. . .*
>
> *. . .The studies in this volume also provide empirical support for the widely accepted belief that the extent of a youth's information about the world of work is positively linked to measures of his success in the labor market. . .*
>
> *Yet another conclusion from some of the preceding chapters is the special vulnerability of young male workers to downturns in the economy at large. Not only does the incidence of unemployment increase, but even those who remain employed seem to experience a reduced rate of growth in real earnings. . .*
>
> *. . .analyses of earnings and occupational status yield the inference that young white veterans paid a considerable cost for their military service (in terms of foregone civilian work experience) that was recovered only if they took advantage of the G.I. Bill to return to school. In contrast, there is evidence of a positive, albeit small, net payoff in terms of civilian earnings for young black veterans. Perhaps most importantly, the study produces no clear evidence for either racial group of a positive effect of training received during military service on subsequent success in the civilian labor market. . .*

5/ Kalachek, p. 68.

6/ Career Thresholds, Volume 6, R & D Monograph 16, (Washington: U.S. Department of Labor, 1977), pp. 191-194.

Finally, the studies in this volume have highlighted the substantial differences in the labor market experiences of black and white young men. The considerable racial inequality that we have found in most measures of labor market success--e.g., earnings, occupational status, and unemployment--exceeds what can be accounted for by racial differentials in human capital. More specifically, it has been shown that schooling imparts a smaller advantage to blacks than to whites in obtaining high status jobs. Also, among young men whose schooling ended prior to college, whites receive larger wage payoffs to schooling and work experience than do blacks. In addition, there is strong evidence that discriminatory treatment in the labor market inhibits the distance of occupational advancement by black men subsequent to their first postschool jobs and also during the more restricted time period between 1966 and 1971. Finally, salutary effects of work experience on the risk and duration of unemployment are found for young whites but not for blacks.

Among the highlights concerning young women:7/

. . .Whereas virtually all women work at some point after leaving school but before the birth of their first child, major racial and socioeconomic differences begin to appear as the birth event approaches. First, black young women, particularly the better educated, are much more likely than white women to be out of the labor force for only a short time in connection with the birth of their first child. In addition, the black woman not only returns to the work force more quickly but is much more likely to seek full-time employment when she does return. Indeed, over 80 percent of the black women who return to the labor force ultimately work at least 35 hours a week. This is as high a proportion working full-time as before the birth. Also, for both black and white women who return to the labor force, the better educated are much better able to improve on the wages and occupational status of their prebirth job.

. . .We have already noted that, if given the option, black women will seek more and higher quality education. This education, in turn, enhances their ability not only to maintain closer ties with the work force but to enjoy superior occupational status and remuneration. Indeed, there is clear evidence of a selectivity process: women capable of earning higher salaries in the labor market are more likely to maintain their work ties. Conversely, women with the least economic bargaining power-- the less educated and skilled--are least likely to find and maintain employment at a reasonable wage level.

. . .research. . .indicates that there still are extensive labor market information lags that impede appropriate career decisions. In general, when queried about their occupational plans for age 35, women tended to mention only a limited number of occupations, most of which are jobs that have been traditionally held by women. Thus, it appears that the "women's liberation" movement has not yet made significant inroads into the career thinking of young women. Moreover, some of these traditionally female occupations [such as teaching] represent economically irrational choices under existing circumstances. . .

. . .The fact that women are to a greater degree planning more extensive commitments to the labor force than had been true in the past has major implications. . .One may expect that young women will display a greater willingness to accept occupational training for general as well as specific job skills even at the cost of lower initial wages. . .

. . .To the extent that we are now witnessing a secular change in the likely lifetime work patterns of women, supply and demand patterns for specific occupations may be different in the future than they have been in the past. For example, most women have traditionally withdrawn from the labor force during the family formative years, sometimes returning for a "second career" as their youngest child ages. These traditional patterns of the labor force participation opened up many job slots for new graduates in an occupation like teaching. To the extent that the current generation of women will no longer interrupt their careers when children are born, jobs available for new entrants into the labor market will become more limited. In times of high unemployment as at present, this situation is likely to be exacerbated for women will have a greater tendency to "hang on" to their jobs, in the justified fear that if they quit they would have a more difficult time when seeking to return to work.

. . .at least for the transition generation, major changes in women's labor force withdrawal patterns may well be closely associated with greater labor force entry problems and, concomitantly, higher levels of youth unemployment.

7/ Years for Decision, Volume 4, R & D Monograph 24, (Washington: U.S. Department of Labor, 1978), pp. 26-28.

CHAPTER 3
MISSOURI YOUTH

Now that we have outlined some information about youth and the labor force drawn from national data, we will turn to information about Missouri youth. The same general format as used in Chapter 2 will be followed. Since fewer current data relating to the youth population are available for Missouri than for the nation, considerable use has been made of administrative data and planning projections.

Population. The Missouri youth population estimates for 1978 shown in Table 8 indicate substantial growth over the 1970 levels. This growth has been considerably more rapid than that of the population as a whole, since the youth group (16-24) contains part of the population bulge resulting from the "baby boom". The largest single age cohort in Missouri at the time of the 1970 Census was ten years old, with the population declining in successively younger ages. This suggests that the largest age group is now about 18 and that fewer and fewer youth will be attaining labor force age. As the population bulge passes through the 16-24 age group, the youth population should begin to decline.

Projections of in-school and not-in-school youth population are provided in Table 9.[8/] In every age group shown, nonwhite youth have a greater percentage not in school than do white youth. Not surprisingly, each succeeding age group has a lower proportion in school than the younger ones, since high school and college graduates are included in the not-in-school group. These proportions came from the 1970 Census and accordingly do not reflect possible changes in the proportion of youth in school which could have occurred since 1970.

TABLE 8
MISSOURI YOUTH POPULATION

	1970 Census		1978 Estimates	
Age	White	Nonwhite	White	Nonwhite
Total 16-24	615,029	78,739	720,200	108,800
16-19	299,040	40,031	325,100	50,100
16	76,492	10,775	80,300	11,900
17	74,417	10,179	80,800	12,300
18	76,059	9,745	84,000	13,400
19	72,072	9,332	80,000	12,500
20-24	315,989	38,708	395,100	58,700
20	67,353	8,909	81,200	12,500
21	63,078	7,844	79,800	12,100
22	67,104	7,937	80,000	12,000
23	66,751	7,401	78,300	11,400
24	51,703	6,617	75,700	10,700

Note: All estimates are rounded to nearest 100. Individual items may not add to totals due to rounding.
Source: 1970 Census of Population. Estimates for 1978 were obtained by applying eight-year survival rates to appropriate age cohorts from the 1970 Census. Effects of migration or possible racial differences in survival rates were not included.

TABLE 9
SCHOOL STATUS OF MISSOURI YOUTH
Projected 1979

Age and Race		Total	In School	Not in School
Total 16-24	Total	800,000	356,900	443,100
	White	693,000	314,700	378,300
	Nonwhite	107,000	42,200	64,800
16-17	Total	189,400	168,400	21,000
	White	163,200	146,200	17,000
	Nonwhite	26,200	22,200	4,000
18-19	Total	189,400	102,000	87,400
	White	163,200	89,300	73,900
	Nonwhite	26,200	12,700	13,500
20-24	Total	421,200	86,500	334,300
	White	366,600	79,200	287,400
	Nonwhite	54,600	7,300	47,300

Source: Annual Planning Information for Missouri (Fiscal Year 1979) p. 10. In-school estimates based on proportions from 1970 Census of Population.

Since the not-in-school category includes graduates as well as dropouts, additional information on educational attainment of youth is desirable. Table 10 contains information on education and employment status of youth 16-21 from the 1970 Census. More than a third of those youth not in school were not high school graduates. The majority of youth in this group were not employed. In sharp contrast, almost three-fourths of the high school graduates were employed. In the case of the nonwhite population, more than half of those not in school were not high school graduates. Almost two-thirds of the individuals in this group were not employed. As in the case of white youth, the majority of high school graduates were employed, although the percentage of nonwhite youth is lower than that for white youth.

Some additional insight can be gained from the Missouri public school enrollment and dropout data shown in Table 11. It appears that the peak school enrollment years are now in high school. As these graduate, school enrollment should decline.

8/ The projections for 1979 were derived by a different method than the 1977 estimates contained in Table 8 and thus are not strictly comparable to the estimates. One difference is that the projections included an adjustment for migration, which was not considered in the 1977 estimates.

Overall, the number of dropouts equalled about 5 percent of enrollment in grades 7-12, with about three-fourths of all dropouts being first time dropouts. Dropping out begins to become a more serious problem in the ninth grade, increases in the tenth and eleventh grades, and drops somewhat in the twelfth grade. Presumably those who have reached the twelfth grade are better prepared or more determined to complete their high school education.

The most frequently reported reason for dropping out was dislike of the school experience. Overall, about one-third of all dropouts were for this reason. The most frequent incidence of this reason was in the tenth grade, with declining incidence reported in the eleventh and twelfth grades. Relatively few students dropped out of school to take a job. Not surprisingly, this reason becomes more important in the later grades, accounting for 9.7 percent of eleventh grade and 11.8 percent of twelfth grade dropouts.

TABLE 10
YOUTH NOT ENROLLED IN SCHOOL
Education and Employment
1970 Census

	Percent of Youth 16-21 Not Enrolled in School		
	Total	White	Nonwhite
Not enrolled in school	100.0%	100.0%	100.0%
High school graduates	63.2	65.8	46.1
Employed[1/]	46.4	49.2	28.3
Not employed[2/]	16.7	16.6	17.7
Not high school graduates	36.8	34.2	53.9
Employed[1/]	16.9	16.5	19.6
Not employed[2/]	19.9	17.7	34.3

1/ Employed or in armed forces
2/ Unemployed or not in the labor force
Source: 1970 Census of Population

TABLE 11
MISSOURI PUBLIC SCHOOL ENROLLMENT AND DROPOUTS
Grades 7-12
1976-1977 School Year

		Grade						
	Total	7	8	9	10	11	12	Unclassified
ENROLLMENT, end of year	454,937	75,800	76,818	81,190	77,518	71,838	61,079	4,083
DROPOUTS								
total	23,097	470	909	3,841	6,393	6,844	3,953	687
% of enrollment	5.1	0.6	1.2	4.7	8.2	9.5	6.5	14.7
first time	17,051	339	688	3,030	4,845	4,982	2,766	407
% of total dropouts	73.8	72.1	75.7	78.9	75.8	72.8	70.0	58.7
Selected reasons for dropping out, percent of total								
Dislike school experience	33.5	24.3	24.4	31.4	38.5	35.8	29.1	19.5
Required to withdraw	14.6	22.3	25.7	18.9	14.5	13.0	10.4	10.9
Behavioral difficulty	6.3	13.4	15.2	7.8	6.4	4.6	4.1	9.3
Academic difficulty	5.3	1.5	3.7	4.1	5.1	5.4	8.0	3.1
Employment	7.5	–	2.2	4.1	6.3	9.7	11.8	3.6

Source: Missouri Department of Elementary and Secondary Education

The activities of high school graduates may also be of interest to policy makers, planners, and program operators. Of those students who graduated in 1976, more than a third entered employment. (See Table 12.) Almost as many went to four year colleges or universities, with a considerably smaller number going to other educational or training institutions.

Labor Force. Projections of the youth labor force in Missouri for 1979 are contained in Table 13. When considered in conjunction with the population projections in Table 9, they are in general agreement with the observations about national labor force participation made in Chapter 2: male youth have a lower participation rate than the overall male population while female youth have a higher participation rate than the overall female population; older youth have a higher participation rate than younger youth; and white youth have a higher participation rate than nonwhite youth.

TABLE 12
MISSOURI PUBLIC SCHOOL GRADUATES
1976

	Number	Percent of Total
Total Graduates	63,156	100.0%
Graduates who entered -		
Four year college or university	19,319	30.6
Two year college	6,634	10.5
Post-secondary, non-college credit	2,085	3.3
Employment	21,700	34.4
Military service	2,473	3.9
Other	5,496	8.7
Not reported	5,449	8.6

TABLE 13
LABOR FORCE AND UNEMPLOYMENT PROJECTIONS
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Labor Force	593,100	293,100	34,600	233,100	32,300
	Unemployment	53,800	4,500	7,200	19,600	5,500
	Rate - %	9.1	7.3	20.8	8.4	17.0
16-17	Labor Force	96,900	50,800	4,600	36,900	4,600
	Unemployment	13,400	5,900	1,200	5,100	1,100
	Rate - %	13.8	11.7	26.4	13.9	24.5
18-19	Labor Force	143,000	71,500	9,200	55,400	6,900
	Unemployment	13,800	5,200	2,200	5,200	1,300
	Rate - %	9.6	7.3	23.7	9.3	18.1
20-24	Labor Force	353,200	170,800	20,800	140,800	20,800
	Unemployment	26,600	10,400	3,800	9,300	3,100
	Rate - %	7.5	6.1	18.4	6.6	15.0

Note: Among the assumptions underlying these projections is an assumed average unemployment rate of 5.5 percent in Missouri in FY 1979.
Source: Annual Planning Information for Missouri (Fiscal Year 1979), pp. 10, 26.

Employment. Unfortunately, data about employment of Missouri youth is very limited. The Current Population Survey collects data for Missouri as well as for the rest of the U.S. Among the limited amount of data which are of publishable statistical quality (see Appendix A) is that relating to labor force status of teenagers in Table 14.

Unpublished data suggest that the occupational characteristics of employed Missouri youth conform quite closely to those of youth in the nation as a whole. Youth tend to be disproportionately represented in service and other relatively unskilled occupations.

TABLE 14
TEENAGE LABOR FORCE DATA
Annual Averages for 1977, Missouri

	Civilian Noninstitutional	Civilian Labor Force			Unemployment	
	Population	Number	Percent of Population	Employment	Number	Rate
TOTAL	3,529,000	2,220,000	62.9%	2,089,000	131,000	5.9%
Both sexes, 16-19	349,000	214,000	61.3%	180,000	34,000	15.9%

Source: Current Population Survey, 1977 Annual Averages.

Unemployment. As noted earlier, perhaps the most striking labor force characteristic of youth is the high unemployment rate of the group. Average unemployment rates for Missouri in 1977 based on the Current Population Survey are shown in Table 14. Youth 16-19 had an unemployment rate of 15.9 percent, while only 5.9 percent of the entire civilian labor force was unemployed. About one-fourth of the total number of unemployed Missourians was in the 16-19 age group.

The sample size of the Current Population Survey is not large enough to permit reliable estimates of more disaggregated groups, so planning projections are given for these groups in Table 13. Unpublished CPS data suggest that younger youth have a higher unemployment rate than older youth and that nonwhites have a drastically higher unemployment rate than whites, perhaps even more so than the unemployment projections shown in Table 13 would suggest. These observations are consistent with the national data shown in Table 1.

Another source of information about unemployed Missouri youth is the Unemployment Insurance system. Table 15 shows that youth (under 25) constituted about 23 percent of all claimants in 1977. This is probably considerably lower than the proportion of youth among all unemployed persons, reflecting the fact that many youth are not eligible for unemployment insurance because they lack a history of covered employment. This observation is consistent with the large proportion of new and re-entrants among unemployed youth shown in Table 5.

TABLE 15
UNEMPLOYMENT INSURANCE CLAIMANTS
Annual Average of Monthly Data, 1977
(percent of total of all claimants in parentheses)

	Both Sexes	Male	Female
TOTAL	48,000	27,744	20,253
	(100.0%)	(57.8%)	(42.2%)
Youth(under 25)	11,056	6,447	4,609
	(23.0%)	(13.4%)	(9.6%)

Source: ES-203, Table 1, January-December 1977

Although information such as that shown in Table 6 suggests that only a small proportion of youth use the Employment Service, data arising from ES operations can be important. Some caution should be used, however, since the youth who use the Employment Service may well be a biased sample of all jobseeking youth. It should also be noted that not all those using the employment service are unemployed, since some current jobholders may be seeking a new job through ES. Table 16 summarizes data about youth under 25 who were registered with the Employment Service in Fiscal Year 1977. These youth constituted a majority of all job applicants. Disproportionately large numbers relative to the population were minority or economically disadvantaged youth.

Table 17 contains information about the occupation of youth under 22 in the active file in a sample month. Compared to all applicants, youth are overrepresented in service and packaging and materials handling occupations and underrepresented in professional, technical, and managerial occupations, which is also true of the national population.

TABLE 16
EMPLOYMENT SECURITY JOB APPLICANTS
Fiscal Year 1977
(percent of total of all applicants in parentheses)

	All Applicants	Minority	Economically Disadvantaged
New Applicants and Renewals			
TOTAL	391,610	85,191	106,752
	(100.0%)	(21.8%)	(27.3%)
Youth(under 25)	198,350	42,165	56,872
	(50.6%)	(10.8%)	(14.5%)
Under 20	86,820	16,751	26,425
	(22.2%)	(4.3%)	(6.7%)
20-21	51,522	11,621	14,712
	(13.2%)	(3.0%)	(3.8%)
22-24	60,008	13,793	15,735
	(15.3%)	(3.5%)	(4.0%)

Source: ESARS Tables 6, 6A, and 6B, September 1977.

TABLE 17
OCCUPATIONS OF YOUTH
IN EMPLOYMENT SERVICE ACTIVE FILES
September 1977

	Percent of Applicants	
	All Ages	Youth Under 22
All Occupations	100.0%	100.0%
Professional, Technical, managerial	10.2	2.8
Clerical	18.9	18.7
Sales	6.1	6.5
Service	22.6	27.7
Farming, fishing, forestry, & related	1.3	2.2
Processing	2.7	2.6
Machine trades	6.5	5.3
Benchwork	7.9	5.7
Structural work	8.8	7.7
Transportation	5.3	5.6
Packaging and materials handling	9.6	14.4
Other	0.8	0.8

Source: ESARS Table 96, September 1977.

CHAPTER 4
CONCLUSIONS

The preceding two chapters were primarily descriptive, dealing with labor force, population, employment, and unemployment characteristics of youth in general and of Missouri youth in particular. This chapter summarizes some findings of the report and introduces some issues relating to youth programs.

This report began by noting the effects of the "baby boom". The more recent declines in birth rates will soon be making themselves felt in the form of a decreasing youth population. This will reduce the youth pressure on the labor force but doesn't guarantee a reduction in the relative severity of the employment and unemployment problems of youth.

It was also noted that youth have labor force characteristics markedly different from those of the total population, including quite variable labor force participation (which is on average lower among males and higher among females than in the corresponding population). The employment of youth differs from that of the whole population as well, with a greater incidence of part-time employment and employment in less-skilled and lower-paying jobs. As is well known, youth, especially blacks, have a much higher unemployment rate than the rest of the population. Even so, most of the unemployment occurs as the youth enter or re-enter the labor force and is of comparatively short duration.

The fact that older youth exhibit labor force characteristics much more similar to those of the overall population than do younger youth suggests that the process of being integrated into the full-time adult labor force takes place over the course of a few years. The labor market has performed the function, as Kalachek describes it, of "transforming novices into productive and flexible adult labor."[9/] The questions raised in the introduction as to whether this is accomplished in an economically efficient or socially desirable manner are still unanswered.

One conclusion that emerges clearly in this report is the value of education (see, for example, Longitudinal Studies in Chapter 2). It is not clear whether the value is the result of specific knowledge attained in the educational process or whether it is the result of a screening process performed by the educational system. For example, an employer could reasonably assume that a teenager who has dropped out of high school lacks motivation, self-discipline, intelligence, or the ability to get along in an institutional setting, abilities which may be necessary for job success.

In our society where a high value is traditionally placed on education, recommending more education for youth seems platitudinous. Yet even the goal of encouraging youth to complete high school may be difficult to achieve. The effectiveness of programs aimed at reducing dropouts is not yet known.

Furthermore, it is not clear what type of education should be promoted. As noted in Career Thresholds,

> *. . .research has yielded almost no confident generalizations about the effects of different kinds of education. There is no evidence, for example, that graduates of high school vocational curricula fare better than other graduates in terms of starting rates of pay, nor do the measures of high school quality, college quality, and educational "credentials" exhibit significant impacts on earnings.* [10/]

In recent years, a college education has lost some of its attractiveness in terms of guaranteeing success in the job market. Skill training might seem more appropriate for many individuals, especially since labor shortages are reported in some skilled occupations. There are many policy questions concerning such training. Are there enough social benefits to justify using tax dollars to pay for such training, or should this form of investment in human capital be left primarily as the individual's responsibility? Or, as a matter of equity, should society provide such training for those who cannot pay for it themselves? Since resources are limited, are there other individuals, such as hard-core unemployed adults, who could benefit more from the training?

Another conclusion that emerges from some studies is the value of knowledge about labor markets. At present, it seems that much of the knowledge comes from on-the-job experience. Other sources of information, such as school counselors and the Employment Service, have long been available to youth, in an effort to reduce information and transactions costs and thus make the labor market more efficient. Would additional pre-employment counseling, work-school projects, or other programs improve this situation, or is there no complete substitute for the practical knowledge gained on-the-job?

Many practical questions dealing with the efficiency and effectiveness of programs are obviously involved in these issues. Pilot projects and research studies may help answer these questions. Every program should be subject to rigid evaluation. What are the costs and benefits of the program? Who reaps the benefits and who bears the costs? Will the program increase the efficiency of the labor market, or is it undertaken as a matter of equity?

9/ Kalachek, p. 5

10/ Career Thresholds, Vol. 6, p. 192.

Even more basic are questions dealing with the goals of youth policy and objectives of youth programs. For example, is the objective of a program to insure that every youth labor market participant has appropriate information about the labor market, is it to provide training in demanded skills to those who cannot afford it, or is it simply to "keep youth off the streets" during the summer? Goals and objectives must be sharply focussed if anything more than a wasteful, scattergun approach is to be taken.

The fact that a variety of programs are currently being operated suggests that there are different goals or that we don't know the best way of meeting these goals. Although it may be worthwhile to continue experiments with these pilot projects, the possibility should be kept in mind that no program can eliminate or even appreciably shorten the lengthy maturational and experiential processes by which inexperienced youth are turned into productive adult workers.

APPENDIX A
TECHNICAL NOTE ON YOUTH DATA

Information about youth is in many cases sketchy. It has been necessary in this report to draw together data from a variety of sources, which should be generally consistent, but not strictly comparable. This type of information can perhaps best be described as planning information and can provide information about general magnitude, relative importance, and direction of change of youth population, labor force, employment, and unemployment. More detailed descriptions of the types of data used in this report are given below, so that readers can better understand the nature of the data and their limitations.

Census Data. The most complete data come from the 1970 Census of Population. The fact that these data are now more than eight years old weakens, but does not destroy, their usefulness. Basic demographic characteristics, such as age, sex, and race, can be estimated from Census data reasonably well. For example, the 1978 population estimates shown in Tables 8 and 33 were derived by taking Census data for the age cohort eight years younger than the cohort being estimated and applying eight-year survival rates. Socioeconomic characteristics, such as school attendance (Tables 9 and 10) and labor force participation, which are more likely to show change over time, involve more uncertainty; caution should be used in interpreting estimates or projections of these characteristics based on Census data.

Survey Data. For more current information, sample survey data can be used. Each month, the national Current Population Survey (CPS) collects information on labor force and related matters. Because the national sample is relatively large (about 50,000 households), statistically reliable estimates of a large number of characteristics are available, especially on an annual average basis. National data from the survey, as published in Employment and Earnings, are included in Tables 1-7 to provide information about American youth. In many cases, these data can be used to describe Missouri conditions as well.

Unfortunately, the same amount of information is not available for states or substate areas. Because the sample involves relatively few Missouri households, the probability is relatively high that the estimates obtained from this survey may differ by relatively large amounts from data which would result if a complete census were conducted. Estimates which meet the Bureau of Labor Statistics standards for statistical reliability are available only on an annual average basis and only for a few characteristics of the labor force. Such data are included in Tables 14 and 18. In a few instances, estimates which are not published because of large sampling error have been used in the preparation of this report to see if characteristics of Missouri youth are similar to those reported in national estimates.

Longitudinal Surveys. The data described above are all of the cross-sectional or time-series types. Longitudinal surveys collected by following a given sample of youth over a period of time can be useful in explaining changes as youth make the transition from school to work. Such data have been used in various studies conducted under contract to the U.S. Department of Labor. Findings from two such studies were discussed very briefly in Chapter 2 of this report.

Administrative Data. Administrative data can also be of use. The Missouri Division of Employment Security collects much information in the process of carrying out its Employment Service and Unemployment Insurance functions. Caution must be used in interpreting these data, however, since the youth involved are probably not a representative sample of all youth. Only those youth who register with the Employment Service (less than 20 percent of unemployed jobseeking youth, according to national surveys) are represented, and they probably do not represent a random sample. Similarly, data derived from the Unemployment Insurance system deal only with those youth who have a history of covered employment, which eliminates new entrants to the labor force, among others. Perhaps only a fourth of Missouri unemployed youth are covered by Unemployment Insurance, and these may not include those with the most intractable unemployment problems. Division of Employment Security data are contained in Tables 15-17 and 33.

In addition, information relating to school enrollment and dropouts has been obtained from the Missouri Department of Elementary and Secondary Education and used in Tables 11, 12, and 33 as well as the map in Appendix B.

Planning Projections. This report also contains planning projections of the age, sex, and race composition of population, labor force, and unemployment. These projections were used in Annual Planning Information (API) reports and were prepared using methodology supplied by the Employment and Training Administration of the U.S. Department of Labor. In general, these projections involve using 1970 Census information as the base for local area data. This base is updated to a more current time period, by assuming that local change is similar to the national change, for which data are available, over the same period. The updated estimates can be projected into the planning year by the use of certain assumptions. For example, assumed annual average unemployment of 125,000 and an unemployment rate of 5.5 percent for Fiscal Year 1979 underlie the unemployment composition projections for Missouri. Planning projections appear in Tables 9, 13, and 19-32.

APPENDIX B
YOUTH DATA AND PROJECTIONS
FOR
SMSAs, CETA PRIME SPONSOR JURISDICTIONS, AND COUNTIES

TABLE 18
TEENAGE LABOR FORCE DATA
ST. LOUIS AND KANSAS CITY SMSAs
Annual Averages for 1976

	Civilian Noninstitutional	Civilian Labor Force			Unemployment	
	Population	Number	Percent of Population	Employment	Number	Rate
St. Louis SMSA, Total	1,691,000	1,036,000	61.3%	960,000	76,000	7.3%
Both sexes, 16-19	179,000	103,000	57.5%	85,000	18,000	17.5%
Kansas City SMSA, Total	941,000	602,000	64.0%	565,000	38,000	6.3%
Both sexes, 16-19	107,000	64,000	59.8%	51,000	12,000	19.5%

Source: Current Population Survey, 1976 Annual Averages

TABLE 19
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
ST. LOUIS SMSA
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	381,189	143,818	37,442	156,906	43,023
	Labor Force	263,736	112,760	24,205	104,876	21,895
	Unemployment	28,450	10,576	5,414	9,069	3,391
	Rate - %	10.8	9.4	22.4	8.6	15.5
16-17	Population	101,464	40,795	10,797	38,831	11,041
	Labor Force	47,629	22,926	3,977	17,732	21,994
	Unemployment	7,561	3,177	995	2,778	611
	Rate - %	15.9	13.9	25.0	15.7	20.4
18-19	Population	82,561	31,273	8,054	33,452	9,782
	Labor Force	58,483	24,603	4,897	23,964	5,019
	Unemployment	6,845	2,567	1,265	2,138	875
	Rate - %	11.7	10.4	25.8	8.9	17.4
20-24	Population	197,164	71,750	18,591	84,623	22,200
	Labor Force	157,624	65,231	15,331	63,180	13,882
	Unemployment	14,044	4,832	3,154	4,153	1,905
	Rate - %	8.9	7.4	20.6	6.6	13.7

Source: Annual Planning Information for St. Louis SMSA, (Fiscal Year 1979), pp. 90-93.

TABLE 20
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
KANSAS CITY SMSA
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	207,879	84,750	14,524	91,322	17,283
	Labor Force	158,855	70,835	11,801	64,371	11,848
	Unemployment	15,029	5,458	2,513	5,065	1,993
	Rate - %	9.5	7.7	21.3	7.9	16.8
16-17	Population	50,242	21,169	3,886	21,103	4,084
	Labor Force	28,886	12,913	2,394	11,169	2,410
	Unemployment	4,456	1,646	669	1,578	563
	Rate - %	15.4	12.7	27.9	14.1	23.4
18-19	Population	50,242	21,169	3,886	21,103	4,084
	Labor Force	39,860	18,102	3,243	15,633	2,882
	Unemployment	4,043	1,439	821	1,253	530
	Rate - %	10.1	7.9	25.3	8.0	18.4
20-24	Population	107,395	42,412	6,752	49,116	9,115
	Labor Force	90,109	39,820	6,164	37,569	6,556
	Unemployment	6,530	2,373	1,023	2,234	900
	Rate - %	7.2	6.0	16.6	5.9	13.7

Source: Annual Planning Information for Kansas City SMSA, (Fiscal Year 1979), pp. 40, 50, 53-54, and unpublished calculations.

TABLE 21
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
SPRINGFIELD SMSA
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	41,840	20,110	21,730
	Labor Force	28,080	14,920	13,160
	Unemployment	2,480	1,380	1,090
	Rate - %	8.8	9.2	8.3
16-17	Population	9,020	4,560	4,460
	Labor Force	4,570	2,700	1,870
	Unemployment	640	410	220
	Rate - %	14.0	15.2	11.8
18-19	Population	9,180	4,610	4,570
	Labor Force	6,020	3,260	2,760
	Unemployment	640	310	330
	Rate - %	10.7	9.5	12.0
20-24	Population	23,640	10,940	12,700
	Labor Force	17,500	8,960	8,530
	Unemployment	1,200	660	540
	Rate - %	6.9	7.4	6.3

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population. Details may not add to totals because of rounding.

Source: Annual Planning Information for Springfield SMSA, (Fiscal Year 1979), pp. 5, 17, and unpublished calculations.

TABLE 22
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
ST. JOSEPH SMSA
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	14,919	7,455	7,464
	Labor Force	11,013	6,271	4,742
	Unemployment	1,467	922	545
	Rate - %	13.3	14.7	11.5
16-17	Population	3,940	2,133	1,807
	Labor Force	2,003	1,309	694
	Unemployment	430	310	120
	Rate - %	21.5	23.7	17.3
18-19	Population	3,515	1,774	1,741
	Labor Force	2,841	1,528	1,313
	Unemployment	387	244	143
	Rate - %	13.6	16.0	10.9
20-24	Population	7,464	3,548	3,916
	Labor Force	6,169	3,434	2,735
	Unemployment	650	368	282
	Rate - %	10.5	10.7	10.3

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population.

Source: Annual Planning Information for St. Joseph SMSA, (Fiscal Year 1979), p. 7 and unpublished calculations.

TABLE 23
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
COLUMBIA SMSA
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	27,005	11,084	789	14,198	934
	Labor Force	15,680	6,470	480	8,223	507
	Unemployment	1,198	531	139	412	116
	Rate - %	7.6	8.2	29.0	5.0	22.9
16-17	Population	3,927	1,774	175	1,792	186
	Labor Force	2,288	1,190	139	864	95
	Unemployment	309	183	33	75	18
	Rate - %	13.5	15.4	23.6	8.6	18.6
18-19	Population	3,927	1,774	175	1,792	186
	Labor Force	1,752	755	135	703	159
	Unemployment	195	59	60	46	30
	Rate - %	11.1	7.8	44.8	6.5	18.7
20-24	Population	19,151	7,536	439	10,614	562
	Labor Force	11,640	4,525	206	6,656	253
	Unemployment	694	289	46	291	68
	Rate - %	6.0	6.4	22.4	4.4	26.9

Source: Annual Planning Information for Columbia SMSA, (Fiscal Year 1979), p. 3 and unpublished calculations.

TABLE 24
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
CITY OF ST. LOUIS
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	24,063	17,897	21,388	20,228	24,550
	Labor Force	59,704	16,024	14,757	14,282	14,641
	Unemployment	7,190	1,299	2,959	929	2,003
	Rate - %	12.0	8.1	20.1	6.5	13.7
16-17	Population	19,797	3,903	5,783	3,887	6,224
	Labor Force	9,054	2,783	2,221	2,210	1,840
	Unemployment	1,508	353	490	290	375
	Rate - %	16.7	12.7	22.1	13.1	20.4
18-19	Population	18,145	3,827	4,647	4,178	5,493
	Labor Force	12,883	3,364	3,002	3,497	3,020
	Unemployment	1,636	244	716	237	439
	Rate - %	12.7	7.3	23.9	6.8	14.5
20-24	Population	46,121	10,167	10,958	12,163	12,833
	Labor Force	37,767	9,877	9,534	8,575	9,781
	Unemployment	4,046	702	1,753	402	1,189
	Rate - %	10.7	7.1	18.4	4.7	12.2

Source: Annual Planning Information for St. Louis SMSA, (Fiscal Year 1979), pp. 106-9.

TABLE 25
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
ST. LOUIS COUNTY
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	153,525	66,528	7,540	71,294	8,163
	Labor Force	104,528	48,357	4,470	47,436	4,265
	Unemployment	10,023	4,590	944	3,832	657
	Rate - %	9.6	9.5	21.1	8.1	15.4
16-17	Population	42,098	19,346	2,360	18,051	2,341
	Labor Force	20,384	10,541	912	8,342	589
	Unemployment	3,210	1,439	200	1,433	138
	Rate - %	15.7	13.7	21.9	17.2	23.4
18-19	Population	33,236	14,752	1,678	14,975	1,831
	Labor Force	23,223	10,582	909	10,679	1,053
	Unemployment	2,452	1,170	250	869	163
	Rate - %	10.6	11.0	27.5	8.1	15.5
20-24	Population	78,191	32,430	3,502	38,268	3,991
	Labor Force	60,921	27,234	2,649	28,415	2,623
	Unemployment	4,361	1,981	494	1,530	356
	Rate - %	7.2	7.3	18.7	5.4	13.6

Source: Annual Planning Information for St. Louis SMSA, (Fiscal Year 1979), pp. 122-5.

TABLE 26
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
ST. CHARLES COUNTY
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	19,040	8,619	10,421
	Labor Force	13,314	6,830	6,484
	Unemployment	1,417	589	828
	Rate - %	10.6	8.6	12.8
16-17	Population	5,420	2,843	2,577
	Labor Force	3,551	1,855	1,696
	Unemployment	515	204	311
	Rate - %	14.5	11.0	18.3
18-19	Population	4,020	1,734	2,286
	Labor Force	2,762	1,333	1,429
	Unemployment	269	103	166
	Rate - %	9.7	7.7	11.6
20-24	Population	9,600	4,042	5,558
	Labor Force	7,001	3,642	3,359
	Unemployment	633	282	351
	Rate - %	9.0	7.7	10.4

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population.
Source: Annual Planning Information for St. Louis SMSA, (Fiscal Year 1979), pp. 137-40.

TABLE 27
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
JEFFERSON/FRANKLIN CONSORTIUM
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	29,199	14,232	14,967
	Labor Force	21,233	11,809	9,424
	Unemployment	2,592	1,349	1,243
	Rate - %	12.2	11.4	13.2
16-17	Population	8,597	4,473	4,124
	Labor Force	4,715	2,809	1,906
	Unemployment	790	521	269
	Rate - %	16.8	18.5	14.1
18-19	Population	6,400	3,038	3,362
	Labor Force	5,214	2,815	2,399
	Unemployment	654	313	341
	Rate - %	12.5	11.1	14.2
20-24	Population	14,202	6,721	7,481
	Labor Force	11,304	6,185	5,119
	Unemployment	1,148	515	633
	Rate - %	10.2	8.3	12.4

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population.
Source: Annual Planning Information for St. Louis SMSA, (Fiscal Year 1979), pp. 152-5.

TABLE 28
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
KANSAS CITY CONSORTIUM
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	101,858	38,546	9,770	41,885	11,657
	Labor Force	78,541	32,610	7,923	30,129	7,879
	Unemployment	7,937	2,646	1,582	2,376	1,333
	Rate - %	10.1	8.1	20.0	7.9	16.9
16-17	Population	24,290	9,429	2,615	9,518	2,728
	Labor Force	13,438	5,728	1,581	4,765	1,364
	Unemployment	2,235	787	416	707	325
	Rate - %	16.6	13.7	26.3	14.8	23.8
18-19	Population	24,290	9,429	2,615	9,518	2,728
	Labor Force	19,614	8,214	2,197	7,232	1,971
	Unemployment	2,146	672	523	581	370
	Rate - %	10.9	8.2	23.8	8.0	18.8
20-24	Population	53,278	19,688	4,540	22,849	6,201
	Labor Force	45,489	18,668	4,145	18,132	4,544
	Unemployment	3,556	1,187	643	1,088	638
	Rate - %	7.8	6.4	15.5	6.0	14.0

Source: Annual Planning Information for Kansas City SMSA, (Fiscal Year 1979), pp. 55, 58-9 and unpublished calculations.

TABLE 29
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
CITY OF INDEPENDENCE
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	17,356	8,473	8,883
	Labor Force	13,553	7,326	5,927
	Unemployment	1,049	497	552
	Rate - %	7.7	6.8	9.3
16-17	Population	4,247	2,132	2,115
	Labor Force	2,377	1,342	1,035
	Unemployment	271	131	140
	Rate - %	11.4	9.8	13.5
18-19	Population	4,247	2,132	2,115
	Labor Force	3,393	1,966	1,427
	Unemployment	281	140	141
	Rate - %	8.3	7.1	9.9
20-24	Population	8,862	4,209	4,653
	Labor Force	7,483	4,018	3,465
	Unemployment	497	226	271
	Rate - %	6.6	5.6	7.8

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population.
Source: Annual Planning Information for Kansas City SMSA, (Fiscal Year 1979), pp. 60-61 and unpublished calculations.

TABLE 30
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
BALANCE OF JACKSON COUNTY
Fiscal Year 1979

Age Group		Total	Male	Female
Total 16-24	Population	21,962	10,636	11,326
	Labor Force	17,020	8,850	8,170
	Unemployment	1,484	787	697
	Rate - %	8.7	8.9	8.5
16-17	Population	5,032	2,515	2,517
	Labor Force	2,965	1,571	1,394
	Unemployment	426	221	205
	Rate - %	14.4	14.1	14.7
18-19	Population	5,032	2,515	2,517
	Labor Force	4,292	2,297	1,995
	Unemployment	403	225	178
	Rate - %	9.4	9.8	8.9
20-24	Population	11,898	5,606	6,292
	Labor Force	9,763	4,982	4,781
	Unemployment	655	341	314
	Rate - %	6.7	6.8	6.6

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population.
Source: Annual Planning Information for Kansas City SMSA, (Fiscal Year 1979), pp. 62-3 and unpublished calculations.

TABLE 31
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
CITY OF SPRINGFIELD
Fiscal Year 1979

Age Group		Total	Male	Female	Age Group		Total	Male	Female
Total 16-24	Population	29,450	14,060	15,390	18-19	Population	6,080	2,910	3,170
	Labor Force	19,140	9,900	9,240		Labor Force	3,740	1,930	1,810
	Unemployment	1,600	580	1,010		Unemployment	450	160	290
	Rate - %	8.4	5.9	10.9		Rate - %	12.0	8.3	16.0
16-17	Population	6,080	2,910	3,170	20-24	Population	17,290	8,240	9,050
	Labor Force	3,000	1,690	1,310		Labor Force	12,400	6,280	6,120
	Unemployment	440	220	220		Unemployment	710	200	500
	Rate - %	14.7	13.0	16.8		Rate - %	5.7	3.2	8.2

Note: Reliable racial breakouts are not available because of the small size of the nonwhite population. Details may not add to totals because of rounding.
Source: Annual Planning Information for Springfield SMSA, (Fiscal Year 1979), Appendix and unpublished calculations.

TABLE 32
POPULATION, LABOR FORCE, AND UNEMPLOYMENT PROJECTIONS
BALANCE-OF-STATE
Fiscal Year 1979

Age Group		Total	White Male	Nonwhite Male	White Female	Nonwhite Female
Total 16-24	Population	365,200	183,000	9,300	166,100	7,000
	Labor Force	238,700	139,800	5,500	90,500	3,100
	Unemployment	17,600	8,200	600	8,200	600
	Rate - %	7.4	5.9	10.9	9.1	19.4
16-17	Population	85,000	42,200	1,900	39,300	1,700
	Labor Force	37,500	22,400	400	14,300	400
	Unemployment	4,000	2,100	100	1,800	100
	Rate - %	10.7	9.3	20.8	12.3	18.4
18-19	Population	85,000	42,200	1,900	39,300	1,700
	Labor Force	56,500	33,200	1,200	21,500	700
	Unemployment	4,300	1,800	100	2,200	100
	Rate - %	7.6	5.5	12.0	10.4	14.5
20-24	Population	195,200	98,600	5,500	87,500	3,600
	Labor Force	144,700	84,200	3,900	54,700	2,000
	Unemployment	9,300	4,300	400	4,200	400
	Rate - %	6.4	5.1	10.5	7.7	19.3

Note: All numbers are rounded to nearest 100. Totals and percentages are calculated from unrounded projections.
Source: Annual Planning Information for Missouri (Fiscal Year 1979), p. 32-3.

TABLE 33
COUNTY YOUTH DATA

	POPULATION ESTIMATES, 1978		EMPLOYMENT SECURITY DATA				PUBLIC HIGH SCHOOL GRADUATES, 1976	
			Job Applicants Under 22 FY 1978		Unemployment Insurance Claimants Under 25 August, 1978			
COUNTY	16-19	20-24	Number	Percent of Total Applicants	Number	Percent of Total	Total	Number Entering Employment
MISSOURI STATEWIDE	374,880	453,728	138,342	35.3%	11,317	24.6%	63,156	21,700
Adair	1,262	1,414	596	33.2	51	41.5	224	87
Andrew	964	1,204	245	40.4	17	29.8	210	121
Atchison	624	774	295	37.7	121	27.3	118	34
Audrain	2,037	2,626	723	41.7	30	22.9	377	142
Barry	1,444	1,916	751	34.1	25	25.3	338	128
Barton	672	971	118	31.1	7	23.3	151	62
Bates	1,091	1,472	265	33.8	10	13.7	226	107
Benton	614	816	192	29.6	29	25.0	142	59
Bollinger	687	936	190	38.4	65	35.9	167	79
Boone	5,114	5,577	1,431	28.9	100	24.0	1,032	254
Buchanan	6,625	8,034	3,390	42.1	211	28.7	1,076	275
Butler	2,594	3,545	1,442	42.5	75	25.2	516	199
Caldwell	576	762	151	36.9	6	21.4	108	49
Callaway	1,960	2,433	932	40.5	47	25.0	339	171
Camden	975	1,221	565	32.9	57	20.4	229	93
Cape Girardeau	3,466	4,421	2,036	42.2	117	32.1	628	218
Carroll	908	1,151	304	44.1	2	5.7	178	90
Carter	330	415	86	36.3	7	16.3	67	28
Cass	3,691	4,116	1,260	45.8	95	32.8	751	192
Cedar	655	854	347	34.8	29	27.4	215	101
Chariton	791	1,132	147	47.7	7	15.2	165	73
Christian	1,249	1,455	698	37.1	37	25.9	291	156
Clark	662	756	176	75.9	5	31.3	127	68
Clay	10,919	12,755	4,739	44.0	194	26.9	2,100	659
Clinton	1,021	1,242	171	32.4	14	18.7	228	70
Cole	3,552	4,287	1,392	37.5	85	24.8	659	157
Cooper	1,105	1,445	381	45.2	8	13.3	220	99
Crawford	1,245	1,546	231	34.4	40	14.5	193	90
Dade	458	662	139	31.6	4	14.3	119	55
Dallas	770	995	291	34.6	14	21.9	115	55
Daviess	578	763	136	32.9	4	16.0	116	35
DeKalb	573	737	113	35.6	9	25.0	107	54
Dent	808	1,196	210	38.3	22	20.0	155	100
Douglas	719	924	290	31.1	25	23.6	141	83
Dunklin	2,784	3,613	1,938	40.5	59	17.5	497	188
Franklin	4,943	5,661	364	31.7	321	19.3	907	369
Gasconade	818	1,109	1,219	34.7	50	22.5	224	100
Gentry	516	707	123	34.4	5	20.8	137	72
Greene	11,088	12,976	8,446	37.5	461	30.2	2,220	737
Grundy	800	929	244	31.9	3	6.5	176	63
Harrison	740	929	87	26.7	2	7.7	171	75
Henry	1,271	1,654	780	43.3	39	25.7	222	99
Hickory	263	394	148	26.6	16	25.0	91	60
Holt	419	578	97	36.5	5	13.5	96	36
Howard	733	940	279	47.5	18	31.6	152	72
Howell	1,863	2,393	1,074	32.7	108	28.7	406	184
Iron	748	898	318	44.0	42	29.0	171	76
Jackson	53,325	61,643	16,374	30.6	1,349	26.8	7,960	3,022
Jasper	5,859	7,305	3,936	38.0	201	28.5	1,190	1251/
Jefferson	10,534	11,401	3,802	38.9	401	17.7	1,801	635
Johnson	2,458	2,766	1,019	36.2	93	27.3	374	110
Knox	449	510	77	29.1	5	25.0	78	36
Laclede	1,544	1,961	899	40.4	63	24.7	279	169
Lafayette	2,023	2,624	823	40.0	40	19.6	452	224
Lawrence	1,740	2,268	781	33.9	33	20.8	378	176
Lewis	898	1,012	222	57.8	4	11.1	176	47
Lincoln	1,567	1,824	288	31.2	60	32.8	286	125
Linn	1,095	1,395	200	33.4	16	23.5	310	127
Livingston	1,104	1,533	716	42.4	12	14.0	231	89
McDonald	888	1,207	803	34.0	6	12.5	137	40

COUNTY	POPULATION ESTIMATES, 1978		EMPLOYMENT SECURITY DATA				PUBLIC HIGH SCHOOL GRADUATES, 1976	
			Job Applicants Under 22 FY 1978		Unemployment Insurance Claimants Under 25 August, 1978			
	16-19	20-24	Number	Percent of Total Applicants	Number	Percent of Total	Total	Number Entering Employment
Macon	1,063	1,273	153	30.7%	26	41.3%	220	79
Madison	631	839	248	40.0	34	25.4	150	59
Maries	554	715	141	41.6	14	19.7	120	68
Marion	2,172	2,550	767	39.8	27	17.8	375	190
Mercer	327	474	87	40.1	2	16.7	70	28
Miller	1,082	1,491	412	37.7	24	25.5	250	138
Mississippi	1,463	1,922	612	36.7	28	18.4	221	87
Moniteau	831	1,049	221	37.2	13	19.4	166	92
Monroe	752	898	258	55.5	15	44.1	183	91
Montgomery	896	1,006	140	29.2	23	27.1	122	43
Morgan	708	923	165	24.8	22	12.9	143	75
New Madrid	2,042	2,772	804	34.0	40	18.9	328	125
Newton	2,614	3,245	1,356	37.3	49	23.8	469	194
Nodaway	1,390	1,861	958	44.7	11	17.5	297	118
Oregon	641	936	256	28.5	18	24.7	159	74
Osage	948	1,205	277	49.3	21	23.1	208	120
Ozark	451	615	168	31.1	7	14.9	108	69
Pemiscot	2,316	3,130	1,227	37.2	51	22.7	333	137
Perry	1,181	1,553	173	31.3	62	31.6	175	99
Pettis	2,671	3,283	1,644	41.4	116	20.6	447	157
Phelps	2,112	2,467	1,487	45.1	55	21.7	455	219
Pike	1,408	1,686	799	31.4	15	17.4	235	110
Platte	2,838	3,353	1,123	42.8	50	33.8	628	188
Polk	1,042	1,329	669	33.2	32	22.1	219	100
Pulaski	2,929[2]	3,084[2]	411	34.9	45	25.7	431	189
Putnam	384	507	44	39.6	1	8.3	68	25
Ralls	574	743	138	40.7	3	16.7	61	NR
Randolph	1,557	1,950	647	39.2	20	18.0	287	107
Ray	1,570	1,773	95	38.5	29	27.6	322	160
Reynolds	523	634	612	44.8	12	21.1	80	33
Ripley	760	1,071	167	33.6	12	21.4	167	56
St. Charles	9,651	9,865	2,831	37.0	338	26.4	1,685	757
St. Clair	537	640	153	32.5	10	28.6	114	70
St. Francois	2,926	3,814	1,590	42.4	159	21.3	506	186
St. Louis	84,693	101,836	21,021	36.5	2,380	24.5	14,241	3,889
Ste. Genevieve	1,271	1,519	307	54.1	40	33.3	178	NR
Saline	1,709	2,153	1,331	53.7	26	20.6	319	106
Schuyler	333	408	80	30.7	3	14.3	77	41
Scotland	398	513	59	48.0	15	33.3	69	32
Scott	3,038	3,520	1,554	40.2	86	26.2	561	241
Shannon	604	767	163	31.0	68	30.8	58	36
Shelby	593	733	29	25.0	4	17.4	132	54
Stoddard	2,001	2,741	982	39.8	70	22.3	459	148
Stone	663	870	657	27.7	8	13.6	171	75
Sullivan	485	650	65	30.7	5	19.2	110	42
Taney	765	1,054	711	34.6	12	19.4	196	88
Texas	1,529	1,921	431	32.2	61	20.9	347	172
Vernon	1,234	1,632	781	39.3	20	19.6	241	97
Warren	835	1,007	174	23.6	28	34.6	141	70
Washington	1,452	1,753	543	41.3	139	27.2	244	112
Wayne	639	766	195	32.5	106	34.3	188	63
Webster	1,325	1,516	763	36.8	51	26.8	229	90
Worth	245	304	34	33.0	0	0	33	15
Wright	1,058	1,404	348	35.5	41	21.6	240	106
St. Louis City	45,992	57,774	15,031	28.3	1,898	25.1	4,170	691[3]

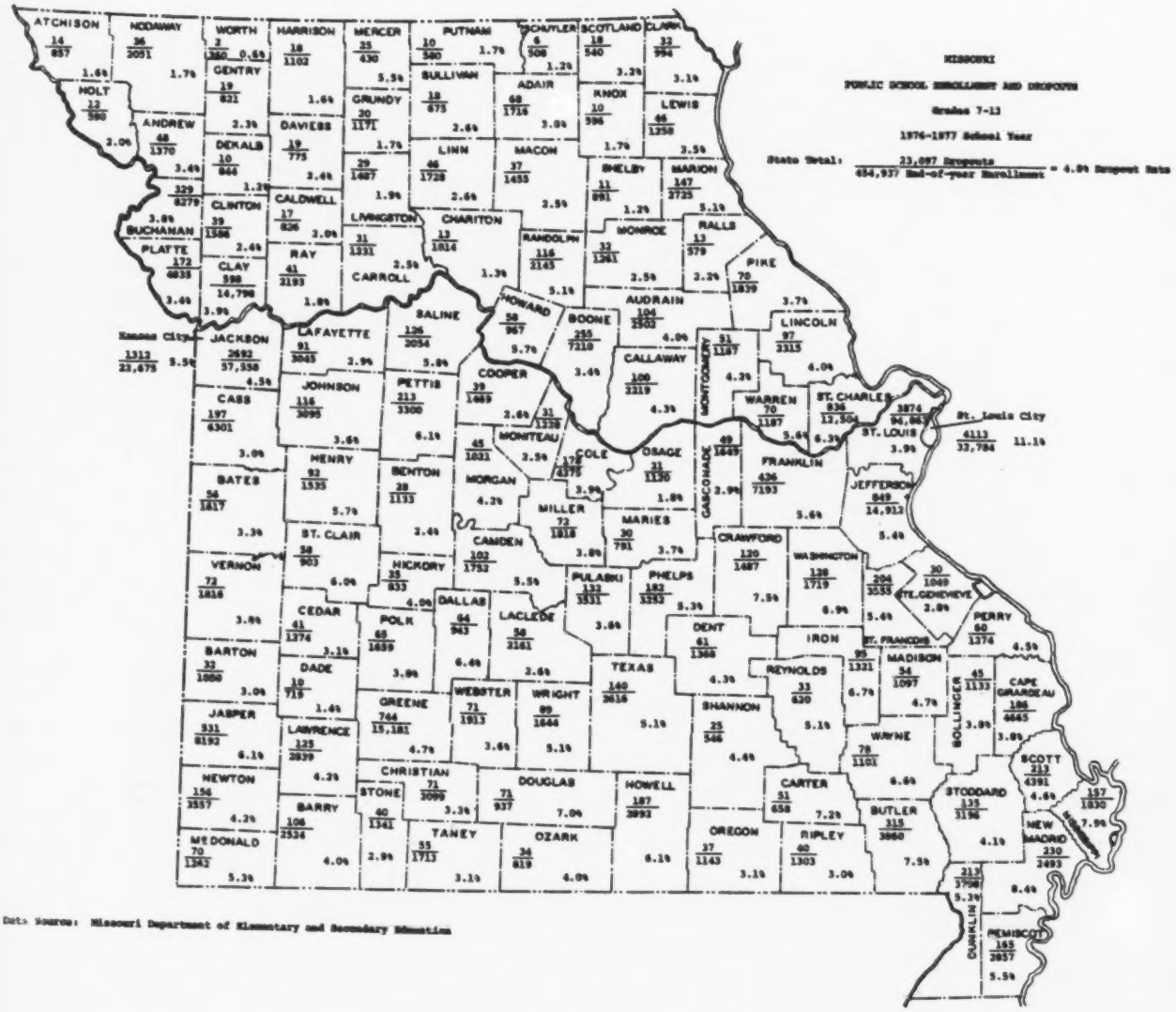
NR Not Reported

1/ Activities of 37 percent of graduates were not reported.

2/ Population estimates for Pulaski County may be subject to large error because of a large military population over time.

3/ Activities of 34 percent of graduates were not reported.

Sources: Population estimates were obtained by applying eight-year survival rates to appropriate age cohorts from the 1970 Census of Population. Effects of migration were not included. Job Applicant data are counts of new applicants and renewals from ESARS Tables 6 and 92, September 1977. Unemployment Insurance claimant data are from ES-203 Table 1, August 1978. Public High School graduates data are from the Missouri Department of Elementary and Secondary Education.



Data Source: Missouri Department of Elementary and Secondary Education